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After the Climate Package: Squaring the 2°C circle en route to Copenhagen

By Tim Gore, Climate Action Network Europe

On 12 December last year at COP-14 in Poznan, two hours before the EU's long-awaited Climate and Energy Package was finally announced to the world, NGOs condemned the final agreement as a failure of European climate leadership. The final package, NGOs claimed, was not consistent with the imperative of keeping global warming below 2°C. But three months on, there is new hope that the EU might yet find a policy consistent with its own strategic objective.

On that miserable day in Poland, NGOs protested that more than half of the effort needed to meet the EU's declared 2020 emissions reduction targets could simply be purchased through cheap offset credits from developing countries, and no additional financial support had been offered for the parallel emissions cuts needed in developing countries: failing the two tests NGOs had set for 2°C consistency. The French Presidency of the Council of the EU was incensed and the European Commission outraged, even if the editorials of major broadsheets across Europe shared the NGO line.

On 28 January this year in Brussels, the response came from the European Commission in the form of a Communication outlining their vision of the EU's position for the Copenhagen summit. And working both within the constraints of the Climate Package as adopted by EU heads of state and government, and what they informally called "the 2°C straightjacket" imposed by NGOs, the Commission sought to square the 2°C circle.

A vision of a global climate deal was presented in which the offset credits permitted for developed countries to reach an average 2020 emission reduction target of 30% below 1990 levels, should be *in addition* to a 15-30% deviation from business-as-usual (BAU) emissions in developing countries, which IPCC authors suggest is also needed to have a reasonable chance of keeping global warming below 2°C. Double-counting of emissions reductions was no longer part of the Commission's climate policy picture.

As NGOs around Europe wrestled with the implications of the Commission's proposals, there was a reminder to all, in case one was needed, that the road to Copenhagen had begun. Any NGO response required a holistic vision of the Copenhagen deal, and debates within CAN-Europe were challenging and far-reaching. Nonetheless, it was decided to focus joint NGO work on the Communication (and its adoption by EU heads of state and government in March), on the question of the financial support needed for climate action in developing countries, and related issues surrounding the future role of the CDM.

Two joint lobby letters to EU heads of state and government communicated the top-line message, one published in the European edition of *The Economist*. NGOs pointed to the Commission's own estimate that €110bn annual investment is needed by 2020 for a 15-30% deviation from BAU in developing countries (€48bn for energy and industry, €18bn for REDD, and €5bn for agriculture) and Oxfam International's estimate of US\$50bn or €40bn needed annually in addition to official development assistance (ODA) targets to finance adaptation to climate change in developing countries.

Of this additional €110bn needed annually, NGOs maintained that the EU share should be some €35bn, based on the EU's historic responsibility for emissions and its capacity to pay, which should be *additional* both to ODA targets and to investment flowing from CDM offsets of EU emissions, thereby requiring a substantial reform of the CDM to limit its credits to higher-cost mitigation actions, beyond the 15-30% deviation range, as envisaged by the Commission.

At the time of writing, however, there is little commitment from the Council to such specific figures for financial support for developing countries, or for the Commission's vision of the future of the CDM. Without these elements, the possibility of double-counting emissions reductions and the spectre of the world warming by more than 2°C again rears its head. The EU has begun its road to Copenhagen, but NGOs still have much work to ensure it results in a <2°C global deal when they get there.

The Czech Presidency: A mid-end of term review

By Katerina Husova, CEE Bankwatch

It was in good spirits that the Czech Republic assumed the EU Presidency at the start of January. Mindful of the challenges ahead, ministries had begun preparations well in advance by expanding their teams and boosting their expert capacity. Environment Minister Martin Bursik from the Green Party started ambitiously on climate change, in a bid to shift the EU closer to the Copenhagen goals. By holding a high-level conference in Prague two months before the start of the Czech Presidency, Bursik showed his readiness to negotiate at ministerial level. The Prime Minister and the government gave solid support, despite struggling with parliamentary opposition and having a tiny majority.

The Environment Ministry showed its commitment to advancing the agenda by arranging an informal climate change exchange for officials in Prague ahead of the Commission's Copenhagen Communication in late January. In February intensive exchanges were maintained not just in the Environmental Council working groups but, a first, between national finance ministries. The two ministries attended an informal meeting of some 60 officials in Prague, which was, according to the host, the first time some national colleagues had met. The Environment Council's conclusions, though pretty long and elaborate, were rather disappointing for European NGOs as they failed to produce any solid figures and other countries made scarcely any mention of financial mechanisms. The Presidency fought hard in the Environment Council with mandate problems from one Member State and heavy-duty opposition from some others on differentiation criteria and the inclusion of a motion on financing mechanisms.

The finance group adopted shorter, but still significant, conclusions on funding climate change and again earned NGOs' criticism

for failing to mention any figures. However, in their choice of words on reforming the Clean Development Mechanism and revenues from the EU Emissions Trading System, the finance ministers looked somewhat more progressive than their environmental colleagues. On top of all that, the Heads of State meeting in mid-March endorsed both Conclusions and adopted the gist of the deliberations in four paragraphs. Although they were asked to explore options for financing mechanisms, European leaders devoted far more time to responding to the economic crisis, energy security and the EU's position at the G20 summit.

All in all, the Czech Presidency achieved modest progress on climate change in the first quarter of 2009 and managed to engage treasury holders. The fact remains that the Czechs have been in the EU club for a mere five years. Domestic politics was also keeping Martin Bursik busy. He had to work hard to placate members of his own Green Party, and defend his government's continued existence. As the European Parliament has just a few months of its mandate left, a growing number of key environmental laws has been in the pipeline for first reading and the Presidency has had to deal with that too.

Consequently, the external political fight and instability in the Czech Parliament resulted in a vote of no confidence in the government. Two ex-Green parliamentarians contributed to the vote's negative outcome. The Czech Presidency's climate change ambitions have rather fallen apart. At the first inter-sessional meeting in Bonn, officials were still able to act with a full mandate. Now, under pressure from the climate- and Euro-sceptic President to form a new government swiftly, the most likely scenario is for the Czech Presidency to leave the stage under the aegis of an administrative government, with early elections likely in the

EU Policy Focus

On 30 March the first "**Post package agreement**" stakeholder meeting organised by the European Commission took place in Brussels. The theme of this meeting was carbon leakage and the (draft) list of sectors exposed and the state of play on benchmarks.

A next stakeholder meeting will most likely take place on 27 April. According to the reviewed **EU ETS directive** the list of carbon leakage sectors will be adopted by the European Commission at the latest by 31 December 2009 and the benchmarks will be adopted by 31 December 2010. Some information on EU ETS implementation issues can be found at the website of the European Commission.

Benchmarking:

http://ec.europa.eu/environment/climat/mission/benchmarking_en.htm

Carbon Leakage:

http://ec.europa.eu/environment/climat/mission/carbon_en.htm

On 1 April the European Commission released its long awaited White Paper on **Adaptation** in Europe outlining actions needed to strengthen the Union's resilience in coping with a changing climate. The report rightly points out that Europe will not escape these effects and must therefore prepare to cope with them. The framework presented by the Commission sets out a two-phase strategic approach to adapting to the impacts of climate change which will probably not result in legislation of any kind on this before 2012. This, while important in raising awareness, could have gone further in pushing for real action on adaptation in Europe and by extension the rest of the world.

autumn. Overall, Martin Bursik's genuine commitment and passion to contribute to a deal in Copenhagen has encountered a major hurdle. Although the Presidency will conclude one way or another, the passion to progress on the climate change issue has evaporated, as has the international reputation of the Czech Republic.

Hot Gossip

23 April marked the formal adoption of the climate and energy package and legislation to reduce CO₂ emissions from new cars and transport fuels. The measures, agreed in December, put Europe firmly on the road towards becoming a low-carbon economy and will increase energy security according to the Commission. Despite the lack of ambition in parts of the Package it still means Europe is the first region in the world to implement such climate and energy targets. Making Europe the top of a bad bunch of world 'leaders'.

Hot Docs

Reports/documents for next hotspot:

- "**Separate streams? Adapting water resources management to climate change**". An outline summary of what the report is about is below. The link to the report on-line is: http://www.tearfund.org/webdocs/Website/Campaigning/WATSAN/Separate_streams_web.pdf
- Access to European Union - 17th edition - June 2008 Guide to European Policies - 14th edition - December 2008. To reserve your

copy/copies, simply complete and return (by fax or e-mail) the attached order form. www.europeanstudyservice.com

- World Meteorological Organization (WMO) and the International Council for Science released a report titled "State of Polar Research," which summarizes the results from the International Polar Year (IPY) 2007-2008. http://www.wmo.int/pages/mediacentre/press_releases/documents/IPY_StateofPolarResearch_EN_web.pdf

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Jump-starting the Joint Africa-EU Strategy

By Karim Harris,

The Joint Africa-EU Strategy (JAES) was adopted in Lisbon in 2007, to make relations between Africa and Europe more overtly political. It is based on a partnership of equals. Transforming the political relationship remains its biggest challenge. This was the first time that civil society organisations (CSOs) contributed to an overarching policy framework.

Key commitments

JAES commitments include enhanced political dialogue, African unity, joint ownership and responsibility, and involving non-state actors.

JAES elements

1. Overarching policy framework
2. Various European and African institutions are party to the Strategy
3. Events and structures are set up to jointly manage the relationship
4. A joint Action Plan to which institutions and partners commit themselves
5. Financial resources

Partnerships

There are eight thematic partnerships:

1. Peace and security
2. Democratic governance and human rights
3. Trade, regional integration and infrastructure
4. MDGs
5. Energy
6. Climate change
7. Migration, mobility and employment
8. Science, information society and space

Inter-institutional structure

One JAES innovation is the commitment jointly to implement the Action Plan and take decisions.

Joint Expert Groups (JEGs)

JEGs are a new tool. They attempt to tackle global challenges jointly and involve CSOs in implementation and monitoring. JEGs allow experts to discuss implementing and financing priorities. Comprising African, European and international players and involving CSOs, each group decides its own working arrangements. The EU still needs to quell African fears of

the JAES replacing existing development cooperation. CAN-E has been invited to contribute to these meetings, although we are to actually participate in one given various bureaucratic miscommunications between member states and the Commission.

College-to-College Meetings (C2C) and the AU-EU Task Force

C2C meetings are intended to intensify partnership between the AU and European Commissions. One of C2C's advantages is that it encourages very different parts of the Commission to work together with the AUC. The AU-EU Task Force offers a further discussion opportunity for both Commissions.

Africa-EU Ministerial Troika

Africa-EU Ministerial Troikas are held twice yearly. CSOs are invited to extend the analytical work under the Europe Africa Policy Research Network (EARN) initiative and the mapping of European and African civil-society networks which can help implement the JAES. The first took place at the end of April in Brussels and the 2nd is scheduled for end of September in Luxembourg under the Swedish presidency.

From the perspective of civil society involvement, the JAES offers a unique opportunity for CSOs to get more involved. The JAES does not merely recognise CSOs as important players. It integrates them into the JEGs' institutional dialogue, enabling them to become part of the institutional architecture as experts.

What is the African viewpoint on CSO involvement? At a consultation on African CSO involvement in Bamako in 2008, participants discussed the Lisbon Summit's outcomes, including the JAES. Along with the AUC's African Citizens and Diaspora Directorate (CIDO), the AU asked African CSOs for suggestions for an 'engagement strategy'. The AU is committed to mainstreaming CSO involvement, based on the Constitutive Act of the Union. In 2008, the AU launched its civil-society forum, the AU ECOSOCC, as an

official advisory body. ECOSOCC can translate African civil society's knowhow into policy. There are many open questions around the ECOSOCC but EU based NGOs are making efforts to lay a foundation for cooperation between ECOSOCC and the EU level Interim CSO Steering Group for this strategy.

There has also been activity on the European side. At a meeting of the Commission, Council Secretary General and EU Presidency in 2008, several CSOs formed an EU CSO Steering Group to implement and monitor the JAES. It elected eight representatives, so it could be represented at all EU Implementation Team (EU IT) and JEG meetings. CSOs may join the JEGs and other informal meetings when invited, but have no decision-making powers.

There are challenges ahead. The JAES and Action Plans offer opportunities for all stakeholders, but these will not be fulfilled without progress in 2009. The JAES must 'deliver' in the next 18 months so key stakeholders invest. They must see it as a vehicle for pursuing their interests. Joint ownership of strategy content is essential. Many Africans doubt Europe's motivation, and fear dialogue might replace development cooperation. Some Europeans are concerned about Africa's ability to make the JAES work and the motivation of African states to engage in difficult discussions.

Financial resources are a key determinant of commitment. The AU struggles to spend €55m from the EDF, and some EU countries are reluctant to invest in the strategy. Without greater clarity and commitment of financial resources, interest in the JAES may rapidly wane.

Coherence with other policy frameworks is a key commitment. The current framework requires the EU to adapt its procedures as EU-Africa relations exceed traditional development policy. While respecting the African integration process and acknowledging each region's specific qualities, the EU must ensure coherence between the JAES and other partnerships such as the Cotonou Partnership Agreement. There is scant evidence of any attempt to achieve coherence.

There remains the fact that this is an asymmetric partnership. Europeans often assume they are dealing with equals. But African institutions do not mirror EU ones. A better understanding of the differences between EU and AU processes is vital. What does this mean for the hope for greater African and European political integration? The JAES is also a tangible expression of European and African aspirations to take a more coherent and collective approach to external action. Common positions will take time to develop.

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- In **Troubled Waters: Climate Change, Hydropolitics, and Transboundary Resources**: <http://www.stimson.org/rvproto/partner.cfm?SN=RV200902021934>
- UNEP Report Finds Climate Change Could Generate New Conflicts "From Conflict to Peacebuilding - The Role of Natural Resources and the Environment." http://postconflict.unep.ch/publications/pcdmb_policy_01.pdf

- The environmental food crisis the environment's role in averting future food crises a unep rapid response assessment http://www.grida.no/res/site/file/publications/FoodCrisis_lores.pdf

NETWORK NEWS

CIDSE's Work for Climate Justice

By Cliona Sharkey, CIDSE Policy and Advocacy Officer

In the context of a changing climate, the development prospects of people in developing countries will depend on how far the international community reduces its GHG emissions, and provides developing countries with the support they need to adapt. In recognition of this, CIDSE, a network of 16 Catholic development agencies from across Europe and North America, has joined with its sister network, Caritas Internationalis, to launch a global campaign, calling for the post-2012 global climate agreement to protect and promote the right to sustainable development of people in developing countries.

The joint campaign was launched at COP14 in Poznan at the mid-way point in negotiations. The launch began with a mass dedicated to environmental justice, concelebrated by Bishop Balcererek of Poznan, Bishop Gomes, President of Caritas Bangladesh, and Father Marian Subocz, President of Caritas Poland. This was followed by a press conference featuring our Presidents and Nafisa D'Souza a partner from Laya in India, and an evening reception at which we were happy to have Professor Van Ypersele from the IPCC join us, as well as members of the Polish delegation to the negotiations. As part of the launch, the signatures of over 100 bishops from North

and South signed a statement in support of our campaign for climate justice. The launch received extensive coverage in the Polish media and we hope it will have increased awareness among the public in Poland that climate change is more than a debate on the environment versus the economy, and is fundamentally a question of global justice.

With only seven months left until Copenhagen, CIDSE and Caritas are joining civil society in increasing pressure on decision-makers to become more ambitious and engage in substantive negotiations. Activities at national level, including seminars and public actions, will continue throughout 2009. An online widget (see link below) and postcards are being widely promoted to attract as many signatures as possible for our campaign calls. Joint activities in the coming months will include research and advocacy work to highlight the adaptation work of our partner organisations and ensure that appropriate and accessible adaptation technologies are recognised and promoted in the new agreement. Coordinated lobbying is taking place around the UNFCCC inter-sessional meetings, around the EU's emerging position, and other international processes set to influence the negotiations.

To read more on CIDSE's policy and activities on climate change, and to support our campaign, please go to <http://www.cidse.org/>.

Hot Links

- The CDM/JI Pipeline Analysis and Database of the CDM & JI projects has been updated. It is updated every month. It contains all CDM/JI projects that have been sent for validation/determination. It also contains the new and the approved baseline & monitoring methodologies, a list of DOE's and several analyses. The UNEP Risoe CDM/JI Pipeline Overview has its own web-site: www.CDMpipeline.org
- **New website from NGOs on the EuP policy**
This website is designed to help experts, NGOs and other specialised groups to learn about the details of the Ecodesign process, get updated and contribute to our work. On these pages managed by ECOS and Ökopol on behalf of the Environmental NGOs, you will find news and updates on the EuP policy, our position papers and briefings, some background information and relevant details to get involved. The address is: <http://www.env-ngo.eu-p-network.eu>

- **European Citizens' Consultation website**
The European Citizens' Consultations are the first-ever pan-European debate involving citizens from all 27 Member States to debate the future of the European Union across the boundaries of geography and language. Between the 3rd of December 2008 and March 2009, you have the chance to take part in a Europe-wide debate on the question: "What can the EU do to shape our economic and social future in a globalised world?" <http://www.european-citizens-consultations.eu/>
- **Adaptation in Africa: the global failure to deliver funding** (IIED, December 2008)
Will Africa be steamrollered by climate change? The continent harbours 33 of the Least Developed Countries, is heavily reliant on agriculture and has limited economic resources to finance adaptation. <http://www.iied.org/pubs/display.php?o=17047IIED>
- **Beyond borders: the need for strategic global adaptation** (IIED, December 2008)
The 'adaptation is local' mantra is no longer valid. Climate impacts are pervasive, inevitably crossing geographic and political boundaries. And they will be severe. <http://www.iied.org/pubs/display.php?o=17046IIED>

Hotspot

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CAN-Europe promotes action to limit human-induced climate change to ecologically sustainable levels. It represents over 100 organisations in over 25 European countries including most EU Member States.

Climate Action Network Europe asbl
4th Floor Mundo B

Rue D'Edimbourg 26 | 1050 Brussels | Belgium
Tel. +32 2 894 46 70 | Fax: +32 2 896 46 80
Email: info@climnet.org | Url: www.climnet.org

Publisher: Matthias Duwe
Editorial Consultant: Karim Harris
Layout: béeelzePub

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If you wish to receive Hotspot by post or email please contact Karim Harris by email at karim@climnet.org or by phone at +32 2 894 46 76

For a calendar of climate events consult our website <http://tinyurl.com/3dojlb>



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Several initiatives are planned for this year to bring our partners' voices to decision-makers and enable them to influence the negotiations. With our partners, and with the support of our constituencies, CIDSE and Caritas will join with civil society in Copenhagen to ensure COP 15 delivers for people and the planet.

Fairer flying: an international air travel levy for adaptation

 (IIED, December 2008)

For the world's poorest countries and communities, adaptation to climate change is urgently needed, but costly: estimates run into tens of billions of dollars a year. Given the shortfall in current international adaptation funding, how can resources for the developing world be raised? <http://www.iied.org/pubs/display.php?o=17045IIED>

Resilience to Climate Change in Patagonia, Argentina

 (IIED, December 2008)

This study aims to broaden understanding of climate change and its impacts in Argentina. <http://www.iied.org/pubs/display.php?o=14576IIED>

Shifting the balance: equity and sustainable consumption

 (IIED, January 2009)

On our finite planet, the dictates of ecology and technology limit growth. Yet a key element of this issue – consumption – has until recently hardly figured on policy agendas. Now there is growing recognition that transformation towards a low-carbon, resource-efficient economy means tackling consumption as well as production. <http://www.iied.org/pubs/display.php?o=17048IIED>